



City of NORFOLK

C: Dir., Department of Planning and Community Development

To the Honorable Council
City of Norfolk, Virginia

June 24, 2014

From: George M. Homewood, AICP CFM, Planning Director

Subject: **General Plan Amendment to establish development criteria for portions of the Colonial Avenue and Granby Street corridors in the Park Place neighborhood – City Planning Commission**

Reviewed: 
Ronald H. Williams, Jr., Assistant City Manager

Ward/Superward: 2/7

Approved: 
Marcus D. Jones, City Manager

Item Number:

PH-3

- I. **Staff Recommendation:** Approval.
- II. **Commission Action:** By a vote of **6 to 0**, the Planning Commission recommends **Approval**.
- III. **Request:** Amend *plaNorfolk2030* to establish development criteria to encourage a mix of uses and enhanced pedestrian activity along the southernmost sections of Colonial Avenue, as far north as 26th Street, and Granby Street, as far north as 29th Street, in the Park Place neighborhood.
- IV. **Applicant:** City Planning Commission
- V. **Description**
 - In early 2013, Planning Department staff began analyzing the potential for expanding the Pedestrian Commercial Overlay (PCO) zoning district along the north-south corridors to the north of the Norfolk Southern Railroad tracks in Park Place.
 - The Colonial Avenue and Granby Street corridors were ultimately identified as potential PCO expansion areas given recent development interest.
 - Based upon public input, staff proposed adding four policies, and modifying one policy, as part of *plaNorfolk2030's* Chapter 3 Park Place Area neighborhood summary as an first step.
 - An existing policy on the development of streetscape plans for Granby, Colonial, and Llewellyn would be modified to include support for enhanced pedestrian activities.
 - Two policies would be added for Colonial Avenue, one promoting its transition and another ensuring that new development takes a form supportive of that transition.
 - Two policies would be added for Granby Street, one promoting its transition and another ensuring development supportive of that transition, with slightly different recommendations from those recommended for Colonial Avenue.
- VI. Staff point of contact Jeremy Sharp, AICP at 823-1087, jeremy.sharp@norfolk.gov

Attachments:


- Staff Report to CPC dated May 22, 2014 with attachments
- Proponents and Opponents
- Ordinance



City of NORFOLK

To the City Planning Commission
City of Norfolk, Virginia

May 22, 2014

From: Jeremy E. Sharp, AICP 
Senior Planner

Subject: General Plan Amendment
to establish development criteria for
portions of the Colonial Avenue and
Granby Street corridors in the Park
Place neighborhood.

Reviewed: Jeffrey K. Raliski, AICP 
Long Range Planning Manager

Ward/Superward: 2/7

Approved: 
George M. Homewood, AICP CFM
Planning Director

Item Number: 1

I. **Recommendation:** Staff recommends approval.

II. **Applicant:** City Planning Commission

III. **Description:**

This agenda item is to establish development criteria to encourage a mix of uses and enhanced pedestrian activity along the southernmost sections of Colonial Avenue and Granby Street in the Park Place neighborhood.

IV. **Analysis:**

- In early 2013, in response to interest from City Planning Commission and the Ghent Business Association, staff began considering several potential expansion areas for the 21st Street Pedestrian Commercial Overlay (PCO).
 - The Colonial Avenue corridor north of the Norfolk Southern Railroad tracks was identified as a potential expansion area, given recent development interest.
- In summer 2013, staff reviewed the potential for expanding the PCO north along Colonial Avenue with the Park Place Civic League.
 - The civic league expressed interest in creating a new "Colonial Avenue PCO".
 - The Granby Street corridor was also identified as a corridor of interest to the civic league, given increasing development interest there as well.
- After additional consideration of the areas, and of the PCO zoning concept, staff determined that clear direction on which to base new zoning standards was not present in either *plaNorfolk2030* or any of the prior Park Place neighborhood plans.

- In order to develop new zoning standards for these corridors, whether in the form of a new PCO or some other zoning strategy, specific policies and actions need to be added to *plaNorfolk2030*.
 - Once clear direction is established by *plaNorfolk2030*, staff can begin evaluating potential Zoning Ordinance changes to implement the new vision.
- Staff developed the following potential actions:
 - Actions promoting the transition of each corridor from predominantly industrial uses to a mix of commercial, office, and residential uses.
 - Actions ensuring that new development on these corridors includes reduced setbacks, first floor transparency, parking screened or located to the rear or side of the building, and pedestrian-oriented uses.
- Staff reviewed the potential actions with City Planning Commission in April 2014 and the Park Place Civic League in early May 2014.
 - Modifications were made to the recommended actions based on input from these groups.
- The Enhancing Economic Vitality chapter of *plaNorfolk2030* includes an action calling on the city to encourage revitalization of Norfolk's commercial corridors.
- The Identifying Land Use Strategies chapter of *plaNorfolk2030* calls for the development of new commercial zoning categories with appropriate regulations to reflect the current function of the city's various commercial areas.
 - Any potential zoning category that would serve these corridors would be influenced by the plan direction proposed here.
- These corridors are located near several Strategic Economic Development Areas, as identified by *plaNorfolk2030*, creating additional demand for revitalization.
 - The 35th Street Commercial Area is just to the north of these corridors, while the Mid-Town Industrial Area is not far to the east and the Central Hampton Boulevard Area is not far to the west.
- Since the proposed amendments to *plaNorfolk2030* are consistent with the plan's other recommendations and were developed based on input from City Planning Commission and the community, the amendments are recommended.

V. Financial Impact:

While approval of the amendment is not expected to have any direct financial impact, the potential Zoning Ordinance changes that it could lead to should help to make the corridor more viable for a variety of development types.

VI. Environmental:

The amendment is not expected to have any direct environmental impacts.

VII. Community Outreach/Notification:

- Notice was sent to the civic leagues by the Department of Communications and Technology on May 7, 2014.
- A presentation was made by staff to the Park Place Civic League on May 12, 2014.
- Legal notification was placed in *The Virginian-Pilot* on May 8 and 15, 2014.

VIII. Coordination/Outreach:

- This request has been coordinated with the Department of Planning and Community Development, the Department of Communications and Technology, and the City Attorney's Office.

Supporting Material from the Department of Planning and Community Development:

- Proposed *plaNorfolk2030* text amendment language

Proponents and Opponents

Proponents

None

Opponents

None

Form and Correctness Approved: 

By 
Office of the City Attorney

Contents Approved: 

By 
DEPT.

NORFOLK, VIRGINIA

ORDINANCE No.

AN ORDINANCE TO AMEND THE GENERAL PLAN OF NORFOLK, PLANORFOLK2030, SO AS TO ESTABLISH DEVELOPMENT CRITERIA RELATED TO LANDSCAPING, SETBACKS AND PARKING TO ENCOURAGE A MIX OF USES AND TO ENHANCE PEDESTRIAN ACTIVITY ALONG THE SOUTHERNMOST SEGMENTS OF COLONIAL AVENUE AND GRANBY STREET WITHIN THE PARK PLACE NEIGHBORHOOD.

- - -

BE IT ORDAINED by the Council of the City of Norfolk:

Section 1:- That the general plan of Norfolk, plaNorfolk2030, is hereby amended so as to establish development criteria related to landscaping, setbacks and parking to encourage a mix of uses and to enhance pedestrian activity along the southernmost segments of Colonial Avenue and Granby Street within the Park Place neighborhood. The changes to be made to the General Plan are as follow:

- (a) Amend Chapter 3, "Creating and Maintaining Healthy and Vibrant Neighborhoods", action N5.1.17 to read as follows:

Action N5.1.17. Continue to implement the following actions for the Park Place area.

N5.1.17(a). Do not permit fast food restaurants with drive-throughs and businesses that sell alcohol for off-premise consumption.

N5.1.17(b). Evaluate the potential conversion of Llewellyn and Colonial Avenues to 2-lane roadways with raised medians.

N5.1.17(c). Develop streetscape plans for Granby Street, Colonial Avenue, and Llewellyn Avenue that support enhanced pedestrian activity.

N5.1.17(d). Work with Norfolk Public Schools to

evaluate the creation of an early childhood center at the Monroe Elementary School site.

N5.1.17(e). Promote the transition of Colonial Avenue between the railroad tracks and W. 26th Street from predominantly industrial uses to a mixture of commercial, office, and residential uses.

N5.1.17(f). Ensure that all new development and substantial redevelopment along Colonial Avenue between the railroad tracks and W. 26th Street provides an active streetscape by providing buildings set back no more than 10 feet from the right-of-way line with substantial first floor transparency, locating parking areas to the side or rear of buildings and screening parking areas that must be located adjacent to the right-of-way, and by limiting uses to those of a pedestrian-oriented nature.

N5.1.17(g). Promote the transition of Granby Street between the railroad tracks and 29th Street from predominantly industrial uses to a mixture of commercial, office, and residential uses.

N5.1.17(h). Ensure that all new development and substantial redevelopment along Granby Street between the railroad tracks and 29th Street provides an active streetscape by providing buildings set back no more than 10 feet from the right-of-way line with substantial first floor transparency, providing building facades of at least two stories along Granby Street, locating parking areas to the side or rear of buildings and screening parking areas that must be located adjacent to the right-of-way, by providing street trees or other similar landscaping between the sidewalk and the road, and by limiting uses to those of a pedestrian-oriented nature.

- (b) Amend and add the several rows and all information contained in those rows that are shown in "Exhibit A," attached hereto, to Table IP-1 found in Chapter 13, "Implementing plaNorfolk2030".

Section 2:- That this ordinance shall be in effect from the

date of its adoption.

ATTACHMENTS:

Exhibit A (1 page)

Exhibit A

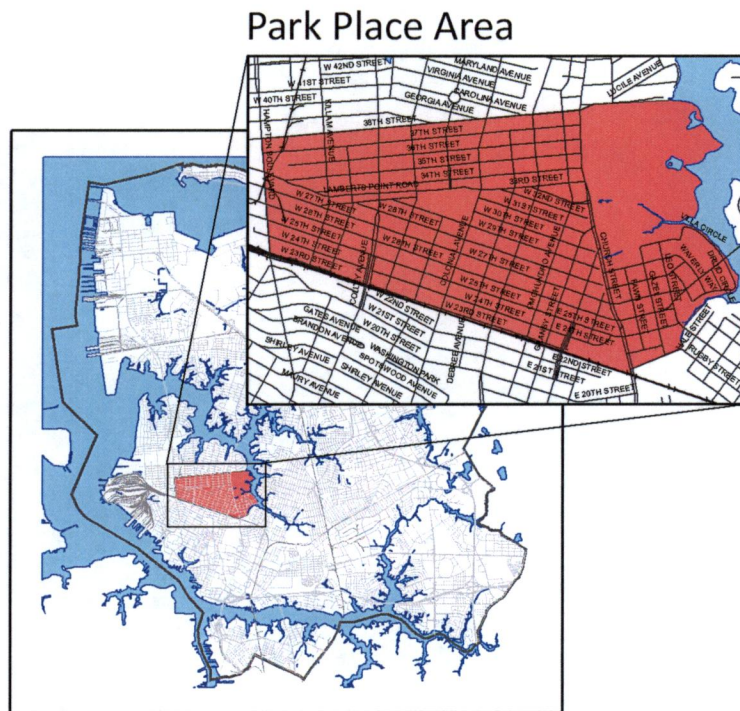
IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
Outcome N5.1. Support for the following actions in designated areas.	Park Place	N5.1.17(c). Develop streetscape plans for Granby Street, Colonial Avenue, and Llewellyn Avenue that support enhanced pedestrian activity.	RPOS; PW; Planning	Short-Term	Up to \$100,000	
		N5.1.17(e). Promote the transition of Colonial Avenue between the railroad tracks and W. 26 th Street from predominantly industrial uses to a mixture of commercial, office, and residential uses.	Planning; Development	Ongoing	Existing Resources	
		N5.1.17(f) Ensure that all new development and substantial redevelopment along Colonial Avenue between the railroad tracks and W. 26 th Street provides an active streetscape by providing buildings set back no more than 10 feet from the right-of-way line with substantial first floor transparency, locating parking areas to the side or rear of buildings and screening parking areas that must be located adjacent to the right-of-way, and by limiting uses to those of a pedestrian-oriented nature.	Planning	Ongoing	Existing resources	
		N5.1.17(g) Promote the transition of Granby Street between the railroad tracks and 29 th Street from predominantly industrial uses to a mixture of commercial, office, and residential uses.	Planning; Development	Ongoing	Existing Resources	
Outcome N5.1. Support for the following actions in designated areas.	Park Place	N5.1.17(h) Ensure that all new development and substantial redevelopment along Granby Street between the railroad tracks and 29 th Street provides an active streetscape by providing buildings set back no more than 10 feet from the right-of-way line with substantial first floor transparency, providing building facades of at least two stories along Granby Street, locating parking areas to the side or rear of buildings and screening parking areas that must be located adjacent to the right-of-way, by providing street trees or other similar landscaping between the sidewalk and the road, and by limiting uses to those of a pedestrian-oriented nature.	Planning	Ongoing	Existing resources	

Proposed *plaNorfolk2030* Text Amendments

Add the following text to Chapter 3 (Creating and Maintaining Healthy and Vibrant Neighborhoods):

Action N5.1.17. Continue to implement the following actions for the Park Place area.

- N5.1.17(a). Do not permit fast food restaurants with drive-throughs and businesses that sell alcohol for off-premise consumption.
- N5.1.17(b). Evaluate the potential conversion of Llewellyn and Colonial Avenues to 2-lane roadways with raised medians.
- N5.1.17(c). Develop



- streetscape plans for Granby Street, Colonial Avenue, and Llewellyn Avenue that support enhanced pedestrian activity.
- N5.1.17(d). Work with Norfolk Public Schools to evaluate the creation of an early childhood center at the Monroe Elementary School site.
- N5.1.17(e). Promote the transition of Colonial Avenue between the railroad tracks and W. 26th Street from predominantly industrial uses to a mixture of commercial, office, and residential uses.
- N5.1.17(f). Ensure that all new development and substantial redevelopment along Colonial Avenue between the railroad tracks and W. 26th Street provides an active streetscape by providing buildings set back no more than 10 feet from the right-of-way line with substantial first floor transparency, locating parking areas to the side or rear of buildings and screening parking areas that must be located adjacent to the right-of-way, and by limiting uses to those of a pedestrian-oriented nature.
- N5.1.17(g). Promote the transition of Granby Street between the railroad tracks and 29th Street from predominantly industrial uses to a mixture of commercial, office, and residential uses.

- N5.1.17(h). Ensure that all new development and substantial redevelopment along Granby Street between the railroad tracks and 29th Street provides an active streetscape by providing buildings set back no more than 10 feet from the right-of-way line with substantial first floor transparency, providing building facades of at least two stories along Granby Street, locating parking areas to the side or rear of buildings and screening parking areas that must be located adjacent to the right-of-way, by providing street trees or other similar landscaping between the sidewalk and the road, and by limiting uses to those of a pedestrian-oriented nature.

Add and modify the following rows to Table IP-1 in Chapter 13 (Implementing *plaNorfolk2030*):

IMPLEMENTATION ITEM		ACTION	LEAD RESPONSIBILITY	TIMEFRAME FOR COMPLETION	COST CATEGORY	COMMENTS
Outcome N5.1. Support for the following actions in designated areas.	Park Place	N5.1.17(c). Develop streetscape plans for Granby Street, Colonial Avenue, and Llewellyn Avenue that support enhanced pedestrian activity.	RPOS; PW; Planning	Short-Term	Up to \$100,000	
		N5.1.17(e). Promote the transition of Colonial Avenue between the railroad tracks and W. 26 th Street from predominantly industrial uses to a mixture of commercial, office, and residential uses.	Planning; Development	Ongoing	Existing Resources	
		N5.1.17(f) Ensure that all new development and substantial redevelopment along Colonial Avenue between the railroad tracks and W. 26 th Street provides an active streetscape by providing buildings set back no more than 10 feet from the right-of-way line with substantial first floor transparency, locating parking areas to the side or rear of buildings and screening parking areas that must be located adjacent to the right-of-way, and by limiting uses to those of a pedestrian-oriented nature.	Planning	Ongoing	Existing resources	
		N5.1.17(g) Promote the transition of Granby Street between the railroad tracks and 29 th Street from predominantly industrial uses to a mixture of commercial, office, and residential uses.	Planning; Development	Ongoing	Existing Resources	

<p>Outcome N5.1. Support for the following actions in designated areas.</p>	<p>Park Place</p>	<p>N5.1.17(h) Ensure that all new development and substantial redevelopment along Granby Street between the railroad tracks and 29th Street provides an active streetscape by providing buildings set back no more than 10 feet from the right-of-way line with substantial first floor transparency, providing building facades of at least two stories along Granby Street, locating parking areas to the side or rear of buildings and screening parking areas that must be located adjacent to the right-of-way, by providing street trees or other similar landscaping between the sidewalk and the road, and by limiting uses to those of a pedestrian-oriented nature.</p>	<p>Planning</p>	<p>Ongoing</p>	<p>Existing resources</p>	
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